

Message Text

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ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 EB-08 CAB-02 CIAE-00 COME-00
DODE-00 DOTE-00 INR-07 NSAE-00 CIEP-01 FAA-00 PM-04
NSC-05 SP-02 SS-15 L-03 H-01 PA-01 PRS-01 USIA-06
AF-08 ARA-06 EA-07 NEA-10 TRSE-00 IOE-00 /113 W
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P 211702Z JAN 77

FM AMCONSUL MONTREAL

TO SECSTATE WASHDC PRIORITY 8504

INFO AMEMBASSY OTTAWA PRIORITY

C O N F I D E N T I A L SECSTION 1 OF 2 MONTREAL 105

E. O. 11652: GDS

TAGS: PORG, EAIR, ICAO, CA, JA, UK

SUBJ: CIVAIR: JAPAN, UK, CANADA AVIATION "TRIANGLE"

REF: A. 76 OTTAWA 4786, B. 76 MONTREAL 1966, C. 76 MONTREAL 2000

1. SUMMARY: USREP/ICAO WISHES GIVE STRONG SUPPORT TO SUGGESTION
REFTEL A FOR EXCHANGE OF VIEWS BETWEEN US AND CANADA RE AVIATION.
TALKS SHOULD DEFINITELY INCLUDE MAJOR AVIATION ISSUES CURRENTLY
BEFORE ICAO. END SUMMARY.

2. USREP/ICAO WISHES EXPRESS APPRECIATION FOR RECENT
EXCELLENT AMEMBASSY OTTAWA AVIATION REPORTING. THE PROPOSAL
IN REFTTEL A RE US/CAN AVIATION TALKS IS DIRECTED TOWARD THE
BILATERAL AIR TRANSPORT AREA IN ORDER TO COUNTER UK AND JAPAN OVER-
TURES TO CANADA. USREP HAS SUGGESTED FOR SOMETIME THAT
DETERIORATING RELATIONS BETWEEN US AND CANADA IN ICAO REQUIRE
ATTENTION ON A BILATERAL BASIS, ESPECIALLY AT THE POLICY LEVEL.
UNTIL 1972 CANADA COULD BE RELIED UPON TO SUPPORT AND VOTE WITH
US IN ICAO ON ALL MAJOR ISSUES. WITH THE ARRIVAL OF PRESENT
CANADIAN COUNCIL REP IN 1973 THIS CHANGED COMPLETELY. HE
ADVISED USREP SHORTLY AFTER ARRIVAL THAT CAN "NOW WOULD BE FOLLOW-
ING A FRENCH LEAD." THIS WAS A PARTICULARLY UNTIMELY SWITCH IN
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CANADIAN ALIGNMENT BECAUSE OF THE PRECARIOUS VOTING BALANCE
IN THE COUNCIL FOLLOWING THE FALL 1974 ELECTION NEW COUNCIL. IN
OPINION USREP THIS CANADIAN CHANGE IN ICAO COINCIDED WITH AND MAY
IN PART STEM FROM THE 1972 SHARP PAPER "REVIEW OF CANADA'S
RELATIONS WITH THE US." USREP WISHES CALL SPECIAL ATTENTION TO
THREE ARTICLES IN NOV/DEC 1976 "INTERNATIONAL PERSPECTIVES"
MAGAZINE PUBLISHED UNDER AUTHORITY EXTERNAL AFFAIRS: 1)

"FRAMEWORK AGREEMENT...KEY TO CLOSER RELATIONS" (WHICH SPECIFICALLY REFERS TO CANADA/EC RELATIONS IN FRAMEWORK OF REGIONAL OR MULTILATERAL INSTITUTIONS, AND THE UN/SPECIALIZED AGENCIES; 2) "BOTH EUROPE AND CANADA CAN BENEFIT FROM THE LINK" (AN EXCELLENT DISCUSSION OF CANADA'S DESIRE TO EMBARK ON A NEW STAGE IN CAN/US RELATIONS -- THE THIRD OPTION"); 3) A THIRD ARTICLE "GROWTH IN ECONOMIC RELATIONS OF CANADA AND THE ARAB WORLD" CONTAINS BROADER REFERENCES INCLUDING REVISED CAN/US RELATIONS AND STRENGTHENING OF TIES WITH EEC. THESE ARTICLES ALSO INCLUDE SPECIFIC AND POINTED REFERENCES TO DEVELOPMENT OF RELATIONS WITH JAPAN. USREP APOLOGIZES FOR THIS REFERENCE TO MATERIAL WHICH IS PUBLIC AND WHICH HAS UNDOUBTEDLY BEEN READ CAREFULLY BY EMBASSY. HOWEVER, IT IS SO DIRECTLY RELEVANT TO PROBLEM POSED IN REFTTEL A, AND TO SITUATION IN ICAO THAT IT SEEMS ADVISABLE TO MENTION THEM WITH EMPHASIS.

3. IN OPINION USREP IN ICAO IT HAS BEEN A QUESTION OF CANADA'S "SEEKING TO INVOLVE" THE UK AND JAPAN (AS WELL AS INITIATIVES WITH FRANCE) RATHER THAN THE UK AND JAPAN INVOLVING CANADA. THIS IS VERY OBVIOUS THROUGH THE INDIVIDUAL EFFORTS OF THE CANADIAN REP, SOMETIMES EMBARRASSINGLY SO.

4. MAJOR ISSUES BEFORE ICAO IN WHICH CANADA HAS MOVED AWAY FROM THE US AND COURTED UK AND JAPAN: A. CANADIAN OFFICIALS HAVE MADE SEVERAL TRIPS TO LONDON IN CONNECTION WITH THE DEVELOPMENT OF A UNIFIED CHARGING SYSTEM FOR THE NORTH ATLANTIC WHICH WILL COME BEFORE A JOINT FINANCING CONFERENCE SOON (THEY BACKED OFF FROM INSISTING IT BE ON THE AGENDA FOR THE MARCH 1977 DEN/ICE CONFERENCE BECAUSE OF THE SPECIAL NATURE OF THAT CONFERENCE AND CONFIDENTIAL

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APPARENTLY BECAUSE THEY WERE NOT YET PREPARED). B. THE UPCOMING AWOP 6 PANEL MEETING FEB. 28-MARCH 18 WILL BE A STRUGGLE BETWEEN UK PROPOSAL AND US PROPOSAL FOR A NEW MICROWAVE LANDING SYSTEM IN ICAO. THERE ARE TEN PANEL MEMBERS AND IT WOULD APPEAR THEY ARE DIVIDED 6 FOR US TRSB AND 4 FOR UK DOPPLER -- BUT WE ARE COUNTING CANADA AMONG THE SIX. THIS COMMITMENT SHOULD BE TIED DOWN REPEAT DOWN AT POLICY LEVEL AS SOON AS POSSIBLE. FOR EXAMPLE, LAST WEEK THE CANADIAN PANEL MEMBER CIRCULATED A WORKING PAPER PROPOSING AN INTRICATE DECISION-MAKING PROCEDURE SHOULD THE PANEL "REACH AND IMPASSE" AND VOTING BE TIED. THIS WAS TOTALLY UNCALLED FOR, IMPLIES AN IMPASSE AT THE OUTSET, AND IS A NEGATIVE IN-PUT. C. CANADA CONTINUES TO FOLLOW THE EUROPEANS ESPECIALLY FRANCE ON SECURITY MEASURES VOTING WHICH OFTEN JEOPARDIZES THE OUTCOME OF MAJOR ISSUES; D. AIRCRAFT NOISE IS BEFORE ICAO COMMISSION AND COUNCIL CURRENTLY AND THERE ARE INDICATIONS THAT IN COUNCIL AT LEAST CANADA MAY ATTEMPT TO INFLUENCE JAPAN AGAINST ITS OTHERWISE PRO-US NOISE ABATEMENT POLICY, AND CONTINUE SUBTLE ENCOURAGEMENT OF JAPAN REP'S LEGALISTIC APPROACH TO NOISE/TAX AND OTHER APPROACHES TO THE

PROBLEM. E. CURRENT CAN REP HAS NO AVIATION BACKGROUND AND TAKES PUBLIC RELATIONS APPROACH TO CANADA'S ROLE IN ICAO. IN THIS CONNECTION HE SEIZES EVERY OPPORTUNITY TO PROMOTE CANADIAN AIRLINES AND MANUFACTURERS AND REGULARLY BRINGS UP MIRABEL. FOR EXAMPLE WHEN COUNCIL CONDUCTED INFORMAL MEETING FOR PURPOSE OF VITRIOLIC CRITICISM OF CANADA'S CUSTOMS/IMMIGRATION/AIRPORT HANDLING OF ICAO DELEGATIONS PASSAGE, CANADA REP'S FIRST REPOSE WAS THAT THEY SHOULD USE MIRABEL RATHER THAN DORVAL BECAUSE IT WAS BETTER EQUIPPED TO HANDLE INTERNATIONAL TRAFFIC AND BECAUSE FREQUENT USE WOULD HELP EDUCATE CANADIAN PERSONNEL. THIS BROUGHT GUFFAWS FROM COUNCIL MEMBERS WHOSE COMPLAINTS WERE DIRECTED MOSTLY AT MIRABEL ANYWAY.

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ACTION IO-13

INFO OCT-01 ISO-00 AF-08 ARA-06 EA-07 EUR-12 NEA-10 CAB-02
CIAE-00 COME-00 DODE-00 DOTE-00 EB-08 INR-07 NSAE-00
CIEP-01 FAA-00 PM-04 NSC-05 SP-02 SS-15 L-03 H-01
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INFO AMEMBASSY OTTAWA PRIORITY

C O N F I D E N T I A L SECTION 2 OF 2 MONTREAL 105

5. UK AND FRENCH VISITING AVIATION OFFICIALS ALWAYS PROCEED TO OTTAWA WHEN IN MONTREAL ON ICAO BUSINESS (MINISTERS, AVIATION OFFICIALS AND FUNCTIONARIES). THIS IS UNDERSTANDABLE AND A GOOD PRACTICE BUT THE US HAS NOT BEEN DOING IT AND IN OPINION USREP HAS LET THE PREVIOUSLY SOUND US/CAN AVIATION ALIGNMENT SERIOUSLY DETERIORATE.

6. USREP, ALTHOUGH WITHOUT POLICY DIRECTION IN THIS MATTER HAS THOUGHT IT ADVISABLE TO ENCOURAGE AND SOMETIMES INITIATE A "WESTERN HEMISPHERE APPROACH" TO AVIATION ISSUES IN ICAO. THIS IS BECOMING MORE AND MORE IMPERATIVE AS WE, THE US, BECOME ISOLATED BY INCREASING REGIONALIZATION IN ICAO FORMALLY AND INFORMALLY. EUROPEAN, AFRICAN AND LATIN AMERICAN AVIATION IS NOW ORGANIZED REGIONALLY ON THE ECONOMIC SIDE AND REGIONAL TECHNICAL ORGANIZATIONS ARE NOW COMING INTO PROMINENCE JUST OUTSIDE THE ICAO FRAMEWORK. (REFTEL B CLEARLY INDICATES INCREASING

CONCERN THIS MISSION RE US AVIATION ISOLATION.) IF CAN ALIGNS WITH THESE REGIONAL ORGANIZATIONS TO THE EAST AND TO THE WEST, ECONOMICALLY AND TECHNICALLY, IN ICAO THE US WILL BEGIN TO STAND ALONE. A CAN/US ALIGNMENT WOULD HAVE KEPT SOME CONTROLS FOR NORTH AMERICA AS A PRACTICAL MATTER BASED ON STRATEGIC LOCATION TO INTERNATIONAL CIVIL AVIATION IF NOTHING ELSE.

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7. IF UK AND JAPAN ARE ENCOURAGING CANADA ON THE BILATERAL AIR TRANSPORT SIDE AND CAN IS GOING ALL OUT MULTILATERALLY IN ICAO TO COURT UK, FRANCE AND JAPAN, I THINK WE MUST MAKE A MAJOR EFFORT TO TREAT THIS ENTIRE US/CAN AVIATION PROBLEM AS SOON AS POSSIBLE. THE EMBASSY INITIATIVE FOR INFORMAL EXCHANGES IS EXCELLENT AND OVERDUE. USREP/ICAO WOULD ADD ONLY THAT IT SHOULD BE AN EXPANDED AGENDA OVER A SERIES OF MEETINGS, INCLUDING FIRST THE MLS ISSUE, SECONDLY A RESOLUTION OF THE AIRWORTHINESS PROBLEM (WHICH SOONER OR LATER IS GOING TO HAVE REPERCUSSIONS IN ICAO AND ERODE THE EFFECTIVENESS OF ANNEX 8; SEEK AFFIRMATION OF CONSOLIDATED POSITIONS ON NOISE; COORDINATE FIRMLY GOING INTO DEN/ICE CONFERENCE LATE FEB., WITH A VIEW TO STRONG US POSITION THERE AND BUILDING BASE FOR HANDLING ULTIMATE CONFERENCE ON UNIFIED CHARGING; US/CAN SHOULD HAVE SPECIAL SESSION FOR COORDINATING POSITIONS ON SPECIAL AIR TRANSPORT CONFERENCE WHICH MUST HAVE STRONG US AND MAJOR AVIATION STATE LEADERSHIP OR WILL DETERIORATE INTO DETRIMENTAL BLOC VOTING.

8. USREP WILL DISCUSS THIS ISSUE WHILE ON CONSULTATION JANUARY 27-28 AND WOULD WELCOME OPPORTUNITY FOR EARLY VISIT EMBASSY OTTAWA.
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Message Attributes

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